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Report of the United Nations High Commissioner for Refugees, 2002

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I. Overview

1. 2002 was a year that witnessed several encouraging developments. A number of major repatriation operations helped millions of uprooted people to take the road home — almost 2 million to Afghanistan alone. Many others also returned to Eritrea, Sierra Leone, Sri Lanka and Timor-Leste. These returns brought hope for young and old — those yet to discover their homeland, and those who had spent several decades in exile. Progress towards peace elsewhere — in Angola and Sri Lanka — also heralded new opportunities for return movements. More recently, the evolving situation in Burundi has given cause for optimism that there too, voluntary repatriation may soon be under way. Hopes are now pinned on the stabilization of these peace processes to allow for sustainable reintegration of returnees. Much will hinge on the re-establishment and maintenance of security for returnees and local populations alike.

2. Effective emergency preparedness has remained a key priority throughout the year. UNHCR's emergency response capacity drew on both internal and external stand-by resources in order to respond to emergency situations in over 20 different parts of the globe. Earlier in 2003, the Office was also heavily involved in the inter-agency contingency planning process for the impending Iraq crisis. Today, while maintaining an appropriate level of preparedness for a possible refugee influx from Iraq into neighbouring countries, UNHCR is now well advanced in its preparation for a voluntary return programme for refugees and IDPs to begin once the overall conditions inside Iraq permit.

3. The estimated overall number of persons of concern to UNHCR stood at some 20 million at the end of 2002. This number included large groups of persons living in protracted situations, such as IDPs in Colombia, Bhutanese refugees in Nepal, and Saharan refugees still languishing in camps. Despite sustained efforts on the part of the international community, solutions have so far been elusive. It is clear that only resolute commitment by States concerned to overcoming the underlying political problems can open the way to lasting solutions for the victims of these situations.

4. Faced with the ongoing challenges of achieving durable solutions, particularly in protracted refugee situations, UNHCR has given priority to an innovative approach, building on lessons of the past. Under an overarching framework called "Development Assistance for Refugees" (DAR), the Office has sought to promote recognition of the potential capacity of refugees to become self-reliant and productive members of the community in which they are living. DAR incorporates two concepts. Firstly, the "4Rs" integrated approach to the processes of repatriation, reintegration, rehabilitation and reconstruction in post-conflict situations, which puts greater focus on the importance of smooth transition from humanitarian to development actors. And secondly, the "DLI" strategy — Development through Local Integration — which helps States that so wish to promote refugees' self-reliance and gradual integration within a local population whose own potential for development can thus be significantly enhanced.

5. To be successful, the implementation of such strategies requires close cooperation with the Governments concerned and with a range of development partners including those within the United Nations system. UNHCR is striving to make full use of inter-agency mechanisms, and recently became a member of the United Nations Development Group.

6. It is undeniable that the contemporary world has brought new challenges to the work of the Office. Pressures on the asylum system through mixed and uncontrolled migration flows are one such example, and States face legitimate concerns over security issues. UNHCR, to be effective in fulfilling the mandate it has received from the international community, must also maintain its relevance for Governments. The Office has a role to play in assisting Governments as they grapple with issues linked to the asylum-migration nexus, as well as the problems arising from the secondary movements of asylum-seekers. Ensuring a fairer sharing of the burden between countries in the developing world, where most of the refugees originate, and the countries of asylum, remains a critical goal.

7. Soon after assuming his functions in 2001, the High Commissioner embarked on a process of in-depth reflections on the functioning of his Office and possible adjustments that could strengthen its capacity to fulfil its mission in the contemporary world, where so much has changed since the early 1950s, when UNHCR was created. These reflections have led to a range of specific proposals, which are the subject of a separate report to the General Assembly. The Executive Committee is being closely involved in the formulation of the proposals that will be submitted in due course to the General Assembly through its Third Committee.

II. International protection: challenges and responses

8. The period under review has seen continued challenges for the protection of refugees, many of them linked to broader developments. Security concerns have led to new and stringent checks by States at entry points to their territories, stricter visa requirements and other restrictions. These have made it increasingly difficult for asylum-seekers to gain admission to asylum procedures. Cases of arbitrary detention, often on a discriminatory basis, have also become commonplace in some countries. In host developing countries, lack of security has remained an endemic problem. Camps and settlements have been infiltrated by armed elements, refugees intercepted, denied entry or forcibly returned, and deprived of access to effective asylum procedures.

9. In the absence of effective immigration policies by States, increasing numbers seeking to gain access to industrialized countries have resorted to illegal channels, and many have attempted to use the asylum system. Substantial numbers have fallen into the hands of traffickers and smugglers, adding to the sense on the part of some Governments of a loss of control and the temptation to apply indiscriminate measures to limit the admission of all new arrivals. Some parts of the media and a number of political figures have continued to demonize asylum-seekers and refugees, particularly during election campaigns, undermining public support for their reception. Refugees, already victims of persecution or violence, have become the object of unfair suspicion and prejudice. Nor is xenophobia limited to the industrialized world. In the developing world too, it has become a major challenge to the protection of refugees.

10. Responding to these challenges, UNHCR's protection work has included a wide and varied range of activities, from advocacy and monitoring to operational activities of various kinds. Sustained efforts have been made to promote accessions to international instruments for refugees and stateless persons and ensure their effective implementation, as the basis of the international protection regime. As of

May 2003, 145 States had acceded to the 1951 Convention relating to the Status of Refugees and/or its 1967 Protocol. Intense efforts have also been undertaken to provide additional or updated tools for those at work on the ground, as described later in this chapter.

11. At all times, this work has been conducted in close cooperation with States who have the primary responsibility for ensuring the respect of the fundamental rights of all within their territory. Partnership with others, both within the United Nations system and beyond, has also continued to be essential. In the case of efforts to address the complex problems arising from the asylum and migration nexus, these are taking the form of increased collaboration with the High Commissioner for Human Rights, the International Labour Organization and the International Organization for Migration.

A. Agenda for protection

12. The year 2002 witnessed the completion of the Global Consultations on International Protection — a defining process that had been launched early in 2001 — the anniversary year of the 1951 Convention. These Consultations had involved States, other intergovernmental organizations including members of the United Nations system, NGOs, academics, legal practitioners, as well as refugees. Their purpose was to allow a joint reflection on ways of building on the 1951 Convention framework in order to meet the protection challenges of today's complex world. This involved detailed analysis and discussion on a wide range of subjects, both theoretical, practical and operational, that served to identify additional tools that could help States, UNHCR and other actors to address these challenges.

13. An Agenda for Protection was adopted by the Executive Committee at its fifty-third session,[1] reflecting the results of the Global Consultations, and was subsequently welcomed by the General Assembly at its fifty-seventh session.[2] This strategic policy document identifies a set of goals, accompanied by a series of specific objectives and concrete action required. The six goals identified in the Agenda are as follows:

1. Strengthen implementation of the 1951 Convention and its 1967 Protocol;
2. Protect refugees within broader migration movements;
3. Share burdens and responsibilities more equitably and build the capacity to receive and protect refugees;
4. Address security-related concerns more effectively;
5. Redouble the search for durable solutions;
6. Meet the protection needs of refugee women and children.

[1] A/AC.96/973, para. 21.
[2] Resolution 57/187.

14. The Executive Committee is closely involved in the Agenda's implementation and has already adopted conclusions, setting standards for registration, the reception of asylum-seekers and the civilian and humanitarian characters of asylum.[3] For its part, UNHCR is in the process of producing practical guidelines on some specific aspects of procedures and criteria for determining refugee status.[4] The developments described in the paragraphs that follow are also in line with the goals and objectives of the Agenda for Protection.

B. Operational tools of protection

15. In close cooperation with partners on the ground, UNHCR has placed registration and documentation high among its priorities, as an important tool to assess and monitor assistance, to help protect refugees against *refoulement* and arbitrary detention, and to facilitate their access to basic rights and family reunification. Some encouraging progress has been made in including systematic registration of refugee populations in countries such as Kenya and Ecuador, or reaching agreement on providing identity cards in operations such as those in Côte d'Ivoire, Georgia, Guinea and Yemen.

16. Measures to promote the physical safety of refugees have also been given prominence, both inside camps and outside, in the face of violence generated by inter-State and cross-border conflicts. Insecurity has been particularly acute in West Africa, the Great Lakes, Colombia, the Northern Caucasus and Iraq, to mention some examples. An innovative burden-sharing partnership in Guinea has seen the deployment since January 2003 of Canadian police officers working alongside their counterparts. For its part, UNHCR has sought to maintain its field presence, and that of its partners, even in dangerous border areas. In countries such as Afghanistan, Angola, Sierra Leone or Sri Lanka, where peace is gradually being established, programmes have included landmine awareness activities, and full demobilization of soldiers, including child soldiers, accompanied by measures to promote their rehabilitation.

C. Adopting an age and gender-sensitive approach

17. Over the past decade, considerable resources have been deployed by UNHCR and its partners to developing standards and strategies to meet the protection needs of both refugee children and women. But ensuring their effective implementation has remained a challenge. The incidence of sexual and gender-based violence (SGBV) has been a striking example, brought to the fore by allegations of exploitation that came to light in 2002 in West Africa, Nepal and elsewhere. UNHCR's response has been vigorous and aimed at various levels. It has included prompt investigations and corrective actions where required, accompanied by programmes of support to victims. A global training and capacity-building strategy has included regional training and country-level workshops. The recently revised Guidelines on preventing and responding to SGBV will serve as a basis for further training involving both UNHCR staff and its partners. UNHCR also launched a

[3] A/AC.96/959, para. 23; A/AC.96/973, paras. 22 and 23.

[4] Membership of a particular social group (HCR/GIP/02/02); Gender-related persecution (HCR/GIP/02/01).

Code of Conduct in September 2002, which is being applied to staff of its partners. At the inter-agency level, UNHCR has participated in developing an Inter-Agency Plan of Action on Protection from Sexual Exploitation and Abuse, and is sharing actively in its implementation.

18. It is widely recognized that protection problems of this kind have complex causes, and cannot be treated in isolation. They include lack of adequate resources and access to essential services, problems created by family separation, as well as the general climate of insecurity. Such problems have no easy solutions, and call for broader initiatives. For its part, UNHCR has sought to improve registration of women refugees, to enhance their leadership skills and encourage their participation in camp management. It has also increased the ratio of female staff in order to facilitate contacts with women refugees, and enhanced its collaboration with the World Food Programme in an effort to increase the participation of women in the distribution of food and other items.

19. With regard to the protection of refugee children, education remains an essential means to help avert dangers such as military recruitment, exploitation, abuse and trafficking. In terms of access to education, however, much remains to be done. Only 50 per cent of refugee children are enrolled in the four lowest grades and a mere 12 per cent in the four highest grades. Recent initiatives to try and improve the situation have included a variety of measures to support the education of refugee girls in Kenya, Uganda, Pakistan and Namibia, as well as that of young refugee mothers in Guinea and Kenya; careful lay-out of refugee schools in Uganda with separate toilets for boys and girls; and the provision in Guinea of adequate clothing for girls.

D. Statelessness

20. The plight of stateless persons and UNHCR's work on their behalf has received focused attention through a global survey, recommended under the Agenda for Protection. This survey is being conducted using a questionnaire, addressed by UNHCR in April 2003 to all Member States of the United Nations, giving them the opportunity to indicate steps they have taken, the challenges encountered, and mechanisms of cooperation that could help avoid or reduce cases of statelessness.

21. Over the past year, a large number of countries, particularly in Eastern Europe and in Central Asia, have sought UNHCR's technical expertise on legislation pertaining to nationality. Following the independence of East Timor, UNHCR provided advice in the drafting of the country's first nationality law. Technical expertise was also made available at the request of the Transitional Government of Afghanistan on complex nationality issues arising from the many years of displacement of Afghan refugees, and from the many marriages and births abroad. Another area in which UNHCR's assistance has been sought has concerned matters of nationality arising in the context of border demarcations, reunification of States and transfer of territory. Such cases have arisen in West Africa, the Horn of Africa, the Caucasus, and in South-East Europe.

E. The social dimension of protection

22. Although not a new approach, working with communities has proved a powerful means of improving refugees' capacity to meet their own needs and solve their own problems. This is in line with the High Commissioner's emphasis on seeing refugees as assets rather than burdens on the host community. It has meant involving them as active partners in all stages of programming and decision-making, thereby empowering them to enhance their own protection. Specific examples have included measures to encourage women's and youth groups as vehicles to disseminate information and promote community programmes. Youth clubs have now been established in most locations in East Africa and the Horn. Women's groups have formed for instance, in Namibia, while a community-based approach has helped identify needs of primarily urban refugees in North Africa and the Middle East.

23. The use of this approach has also been applied to disseminating information and awareness of HIV/AIDS — an issue of continued, grave concern. In at least one country, with numerous cases of single refugee parents dying of AIDS, UNHCR sought to find solutions for the orphans, including through tracing of other family members or foster care. Meanwhile efforts are being undertaken to counter the common perception that refugees bring an increased risk of HIV/AIDS infection. Such unfounded allegations or attitudes can lead to discriminatory practices in relation to admission procedures, registration, or standards of treatment. In this context, UNHCR has continued to oppose mandatory testing of asylum-seekers and refugees, and in one country the immigration authorities lifted a mandatory medical examination requirement, following UNHCR's interventions.

F. "Convention Plus"

24. As emphasized in the General Consultations process, the international protection of refugees today demands commitments to multilateral action as the key to improved burden-sharing and the achievement of durable solutions. In order to foster these commitments, the High Commissioner has launched a new initiative with the designation "Convention Plus". Its purpose is the development of special agreements or arrangements which will promote fairer burden-sharing, and facilitate progress towards durable solutions, especially in protracted cases where refugees have been waiting for all too long to return to normal life. This could also help reduce pressure for onward movement by refugees. The High Commissioner is convening a Forum through which Governments will come together for discussions leading to the crafting of special arrangements. The first meeting of the Forum will take place in late June 2003.

III. Operations: achievements, constraints and new directions

25. During 2002, sizeable new refugee outflows were reported from Liberia into Sierra Leone (53,000), Guinea (32,900) and Côte d'Ivoire (18,500). There was an exodus of 19,000 citizens from the Democratic Republic of the Congo to Burundi, and in the course of the year, the United Republic of Tanzania received 28,500 refugees from Burundi as well as 17,000 refugees from the Democratic Republic of

the Congo. Significant new refugee flows were also reported by Chad (20,000 refugees from the Central African Republic), Cameroon (17,000 refugees from Nigeria) and Yemen (13,300 Somali refugees).

26. In the course of 2002, almost two million refugees returned with assistance from UNHCR to Afghanistan, mainly from Pakistan (1.6 million) and the Islamic Republic of Iran (380,000). Many more went back "spontaneously", without help from UNHCR. Other major groups that returned home during 2002 included refugees from Angola (88,000), Sierra Leone (76,000), Burundi (53,000), Rwanda (38,000), Somalia (32,000), East Timor (31,900) and Bosnia and Herzegovina (37,000). First asylum countries reporting important resettlement departures facilitated by UNHCR included Turkey (2,900), Pakistan (2,100), Kenya (1,900), Egypt (1,700) and Croatia (1,500).

27. This section of the report provides a summary of UNHCR's achievements in seeking durable solutions for persons of concern, the main constraints encountered, and outlines some directions being explored.

A. Voluntary repatriation

28. The preferred refugee solution being to return home, 2002 was a year marked by a number of successes. The most spectacular movement during the year was the massive return of almost two million Afghan refugees, mainly from the Islamic Republic of Iran and from Pakistan. At the same time, 230,000 IDPs were also helped to return home. This was UNHCR's largest repatriation operation for several decades. It highlighted some of the problems that have prompted the organization to look for new ways to help ensure that return is sustainable. The hopes and expectations raised at the prospect of finally being able to go home were tempered by many harsh realities. There was a vacuum of even the most basic elements of social infrastructure or of opportunities for gainful employment in a country devastated by decades of warfare and terrible drought in the southern areas. Most returnees were poor and unskilled and few owned land of their own. The security situation was risky for returnees and for staff in many areas, and has deteriorated further in 2003, hampering efforts to start the rebuilding process.

29. The reconstruction task is formidable. In the words of one returnee: "We came back because we heard there was peace and security. But there is no work and no place we can afford to live. We have freedom now, but we cannot eat that."[5] Partnerships and coordination are proving crucial. UNHCR worked from the outset on developing collaboration through the United Nations Assistance Mission in Afghanistan (UNAMA) with the transitional authorities, the Governments of Pakistan and the Islamic Republic of Iran, and with other United Nations agencies and NGOs, as well as maintaining international support for the operation. Tripartite agreements with several Governments in Western Europe broke new ground in 2002. These sought to place repatriation within a framework of principles and to assist Governments to manage repatriation in a phased and protection-sensitive manner. In Afghanistan itself, the Office has worked to build the capacity of the ministries with which it works most closely, seconding UNHCR staff members, and training ministry staff. A prime objective has been to ensure that all development

[5] *Refugees*, Vol. 4, No. 129 2002 (UNHCR).

programmes involve returning refugees and IDPs. At the same time, it has set up a nationwide protection monitoring network and supported the establishment of the Afghanistan Human Rights Commission. Building on the experience of 2002, the Office has now developed a strategy to take the operation through to the period just after the Afghan elections, scheduled to take place in 2004.

30. The new peace agreements in Angola, Sierra Leone and Sri Lanka have also paved the way for significant return operations. Following the end of the decade-long civil war in Sierra Leone, an unprecedented humanitarian, political and military effort by the international community helped to strengthen the peace process, complete the disarmament and demobilization of former combatants, and secure adequate stability in the country to allow return operations to begin. In Sri Lanka, growing confidence arising from the February 2002 ceasefire agreement, and the ensuing peace talks between the Government and the Liberation Tigers of Tamil Eelam, convinced over 250,000 internally displaced persons to return spontaneously to their places of origin during the year. Several hundred refugees from Tamil Nadu in southern India also returned on their own, and these movements prompted UNHCR to restructure its presence to ensure adequate protection and timely assistance under these new conditions. In Angola, almost 100,000 refugees repatriated spontaneously from neighbouring countries. An organized repatriation of Angolans from the Democratic Republic of the Congo, Namibia and Zambia was scheduled for May 2003.

31. The return of some 32,000 refugees to Timor-Leste marked the end of voluntary repatriation operations for refugees to their newly independent country. Another return movement was that of Eritrean refugees who had fled their country prior to 1991 or during the border conflict between Ethiopia and Eritrea (1998-2000). However, in view of the risks of resurgent conflict and food insecurity in the region, this development was accompanied by efforts to ensure the sustainability of return and cater to the needs of the returnee-receiving communities.

32. In the Balkans, return figures have steadily increased and Bosnia and Herzegovina saw record minority returns in 2002 with over 100,000 persons going back to their homes under the terms of the Dayton Agreement. The Humanitarian Issues Working Group meeting in June 2002 endorsed the plan for UNHCR to phase down its Dayton obligations within a time frame of two years, as well as its obligations under the Ohrid Framework Agreement in The former Yugoslav Republic of Macedonia. Yet, despite significant progress in South-East Europe, the sustainability of durable solutions for returnees remained a key concern.

B. Local integration

33. In cases where repatriation is unlikely and conditions, including national policy, are favourable, the local integration of refugees can offer an alternative, constructive solution, with many potential benefits if host countries desire it. In 2002-2003, UNHCR continued to advocate recognition of the productive capacities of refugees and sought new opportunities for local integration.

34. The Zambia Initiative has aimed to enable refugees to become self-sufficient through activities that support agricultural projects and small businesses, and has already had positive effects on the local economy. It is a blueprint for programmes to foster peaceful coexistence between local host communities and those refugees

who opt for local integration. Led by the Government of Zambia with UNHCR playing a catalytic role, it made progress in 2002 with encouraging examples of multilateral and bilateral donor support in areas such as construction and equipment of local infrastructure, agricultural cooperative development training and HIV/AIDS projects. The Uganda Self-Reliance Strategy (SRS) also made headway during the year, largely due to action taken by the Ministry for Disaster Management and Refugees to clarify the purpose and objectives of SRS with the authorities of refugee-hosting districts. Such sensitization campaigns helped dispel apprehension and led to the eventual hand-over of education, health, environment and livelihood activities to the district line authorities.

C. Resettlement

35. Some 7,000 cases (20,000 persons) were resettled during the year, significantly less than in 2001. This was due, in part, to heightened security concerns following the terrorist attacks of 11 September 2001, and led temporarily to restricted admissions in some major resettlement countries.

36. Resettlement has nevertheless continued to provide an important protection tool. Examples include the resettlement of some 900 Vietnamese Montagnards following the breakdown of a tripartite agreement with Cambodia and Viet Nam. Following years of searching for a solution for some 12,000 Somali Bantu refugees who have waited for a decade in camps, mainly in Kenya, UNHCR finally received agreement from the United States to resettle the bulk of the group. Movements began under the auspices of IOM in May 2003.

37. In the course of the year, field offices in Cameroon, Ghana, Guinea, India, Côte d'Ivoire, Nepal, the Russian Federation and the United Republic of Tanzania received technical resettlement support and training. The new resettlement management system for Africa, devised in 2001 in response to allegations of corruption within UNHCR Nairobi's resettlement activities, has aimed at ensuring equal access to resettlement for all deserving cases and guaranteeing the integrity of the resettlement process. Three resettlement hubs are to be established in Accra, Nairobi and Pretoria to ensure improved and increased resettlement processing in country offices. A consultative approach involving close collaboration with Governments of resettlement countries, IOM and relevant NGOs is being pursued to achieve more accessible and diversified resettlement, using standard operating procedures.

38. Emerging resettlement countries such as Benin, Brazil, Burkina Faso and Chile have been assisted to strengthen reception and integration capacities. The programme for Brazil and Chile faced some initial constraints linked to the high expectations of the resettled refugees compared to the socio-economic conditions in the host countries. Measures have been introduced to provide more detailed information on country conditions.

D. Protracted refugee and internally displaced persons situations

39. These examples of progress in a number of areas in 2002 should not detract from the ongoing plight of millions of others. Many remain affected by a vicious circle of recurrent conflict and upheaval, resulting in protracted situations, leaving little hope for durable solutions.

40. Last year, the ongoing conflict in Liberia, coupled with the upheaval in neighbouring Côte d'Ivoire — a country which had begun to offer opportunities for local integration of Liberian and Sierra Leonean refugees in its western region — led to further massive displacements within Liberia itself and across its frontiers. Elsewhere in Africa, many long-term situations of displacement remained without a solution in sight. In Burundi, although some limited repatriation commenced in 2002, continued insecurity hampered UNHCR's plans to implement a significant return programme.

41. In the Northern Caucasus in 2002 and the first part of 2003, political uncertainty and chronic insecurity for persons of concern to UNHCR and for humanitarian staff continued to create obstacles to the achievement of durable solutions. Rampant violence, insecurity and deliberate targeting of civilian populations left few prospects of return home for over 2 million IDPs in Colombia where the humanitarian crisis continued to worsen. The High Commissioner visited Colombia in November 2002 to meet with the President and to present the United Nations Humanitarian Action Plan. The Colombian conflict has also had an overspill effect on neighbouring countries, as well as Costa Rica, where the Office has been assisting some 21,000 Colombian refugees and asylum-seekers.

42. After over a decade of living in temporary asylum in eastern Nepal, over 100,000 Bhutanese refugees were still dependent on protection and assistance provided by UNHCR. Most have expressed the wish to repatriate but pending a bilateral agreement between the Governments concerned, there have been no concrete signs of early resolution. Also in the Asia and Pacific region, following the successful repatriation of 236,000 Muslim refugees to Myanmar's Northern Rakhine State over the past ten years, the Office continued to pursue solutions for 21,000 refugees remaining in Bangladesh. In agreement with the Government, UNHCR was planning to end the major phase of the repatriation programme in the first half of 2003 and to conclude the assistance programme by the end of the year. Efforts to expedite voluntary repatriation of eligible refugees will be intensified with the Governments concerned and, together with United Nations and other development agencies, UNHCR will implement self-sufficiency projects for local residents and the remaining refugees pending the repatriation of the latter.

43. In North Africa, Saharan refugees in the Tindouf camps continued to wait, after more than a quarter of a century since the dispute began, for a political solution to the problem of Western Sahara. In parallel with the efforts of the Special Representative of the Secretary-General (SRSG), UNHCR has attempted to implement confidence-building measures, including family visits between the Saharan communities in the Territory and in the Tindouf camps. However, these efforts failed to meet their objectives due to disagreement over the modalities for the selection of participants in the family visits programme. UNHCR and the SRSG are seeking ways to move forward on this project.

E. New operational directions

44. As noted in the introduction to this report, 2002 was a year of intense effort to find innovative solutions for protracted refugee situations. Building on past experience, the Office focussed on setting up new strategies and partnerships geared towards supporting self-reliance opportunities and sustainable solutions. These have included the "4Rs" as a concept for institutional collaboration, ensuring linkages between the processes of repatriation, reintegration, rehabilitation and reconstruction in post-conflict situations, so as to promote sustainable return, contribute towards poverty reduction and help create good local governance. Pilot projects began in 2002 in several returnee situations. In Sierra Leone, a 4Rs working group was established by UNDP, the World Bank and UNHCR in November 2002, and close cooperation is being maintained with the United Nations Country Team on transition issues. Potential areas of cooperation include information management, community empowerment projects and education rehabilitation in main areas of return. In Eritrea, a recovery programme has been designed in collaboration with the Government and the United Nations Country Team. This programme aims at ensuring sustainable socio-economic reintegration/rehabilitation for returnees through area-based approaches that also benefit IDPs and the host communities in affected areas. It has been prepared through the joint Government/United Nations Thematic Group on Recovery which functions within the UNDAF structure. In Sri Lanka, the transition strategy, within which the United Nations agencies, the World Bank and the Asian Development Bank are working, aims to allocate increasing levels of resources to 4Rs activities in partnership with the Government and donors. A "profiling" exercise is being carried out to enhance data management of IDP/returnee population needs, including mapping of target population/areas and identification of return absorption capacities. On the basis of successful examples drawn from these pilot projects, a "Rules of Engagement for 4Rs" is to be developed and adapted for other similar situations.

45. It cannot be denied that refugees, especially in large numbers, put an enormous strain on the local resources of a host country; yet refugees also bring with them significant human and material assets and resources. If empowered for self-reliance within an environment that allows socio-economic interaction with the local population, refugees can become agents of local development. For many years, UNHCR has been encouraging this concept, linking it to the idea that local integration programmes for refugees can also bring development opportunities for the local communities and host Government concerned. Although attempts to introduce self-reliance strategies in protracted situations have been slow to gain support, one or two examples of such partnerships now exist, notably the Zambia Initiative and the Uganda Self-Reliance Strategy. Efforts to replicate these examples are currently under way.

46. Development assistance for refugees (DAR) is founded on partnerships between Governments, humanitarian and multilateral and bilateral development agencies. It is designed to improve burden-sharing, while promoting improved asylum for refugees. This concept was explored at the 53rd session of the Executive Committee at a panel event on how to incorporate refugee issues in the agenda of NEPAD. It is also one that has prompted the convening of the High Commissioner's Forum on special agreements, of which burden-sharing is a central theme.

IV. Coordination and partnerships

47. Much of the information provided so far in this report serves to illustrate the increasingly collaborative nature of UNHCR's work, and the growing strength of its partnerships within the United Nations system and with other agencies, including NGOs. One of the most notable examples of this collaboration in 2002 took place in the framework of the IASC Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises. Following the adoption of a consolidated Plan of Action by the IASC Working Group, UNHCR remained actively engaged in the follow-up activities throughout the year. The complex nature of UNHCR's partnership arrangements with humanitarian, political and developmental actors was well reflected in work undertaken, together with OCHA and others, within the framework of the Humanitarian Action Plan for IDPs in Colombia, and with agencies such as UNDP, UNICEF, WFP, ILO and the World Bank in relation to country projects promoting the implementation of the 4Rs/DLI/DAR concepts. The Office pursued its involvement in the Resident Coordinator system, both at the field level, through increased collaboration within the United Nations Country Team framework, and at the headquarters level, where UNHCR participates in the Inter-Agency Advisory Panel on the selection of resident coordinators.

48. In Colombia, UNHCR played a catalytic role based on its operational involvement in the IDP situation, as the coordinator on internal displacement for the United Nations system. Clear lines of humanitarian coordination were agreed upon with OCHA, which provided technical support to UNHCR. UNHCR also worked with the Special Representative of the Secretary-General, the United Nations Resident Coordinator and country team, as well as with ICRC to devise a common strategy on internal displacement. The process culminated in the adoption of the Humanitarian Action Plan for Colombia.

49. UNHCR became a full member of the United Nations Development Group (UNDG) in April 2003. Through its membership, UNHCR aims to coordinate its work more closely with the development pillar, and thereby ensure that refugees and returnees are given due consideration in the formulation of policies and programmes affecting durable solutions. It is also seeking to align its objectives more closely with the Millennium Development Goals and to play a more active role in the Resident Coordinator System.

50. Following a workshop on the topic of "Protection and Solutions in Situations of Internal Displacement: Learning from UNHCR's Operational Experience", in May 2002 the High Commissioner wrote to OCHA's Emergency Relief Coordinator listing the IDP operations in which UNHCR is involved around the globe. The High Commissioner also indicated his willingness to discuss other operations in which UNHCR might become involved within the common United Nations arrangements to respond to IDP situations. In close consultation with the Senior Inter-Agency network on Internal Displacement and under the policy guidance of the Inter-Agency Standing Committee Working Group, the OCHA IDP Unit has since undertaken a review of United Nations activities with IDPs in order to improve coordination of protection and assistance of the estimated 25 million IDPs in the world. UNHCR also worked closely with OCHA's IDP Unit, through deployment of two senior staff members in different contexts and participation in a number of missions.

51. Other specific examples of cooperation with partners within the United Nations system have included the signature in Afghanistan, of a Letter of Understanding with UNDP in January 2003, based on the 4Rs concept, and targeting assistance to communities or areas with a high number of returnees. A tripartite agreement between UNHCR, UNDP and the Ministry of Rural Rehabilitation and Development was also signed in early 2003, to coordinate reintegration activities. Another LOU signed with UNICEF in November 2002 formalized collaboration in several areas including child protection, education and the health and water/sanitation sectors in areas of high return or IDP presence.

52. A revised MOU was signed in July 2002 with WFP, aimed at enhancing the overall food security for refugees and other persons of concern, and marking some important developments.

53. Four countries (Pakistan, Sierra Leone, Uganda and Zambia) have so far been identified to pilot the hand-over from UNHCR to WFP of responsibility for the final distribution of food to beneficiaries.

54. The 1996 MOU with UNICEF has likewise been the subject of careful review, in order to strengthen collaboration in areas such as education and health, unaccompanied separated children, mine risk education, psychosocial support, HIV/AIDS, nutrition and sanitation. The two organizations are also placing strong emphasis on protection concerns, including sexual exploitation, abuse and violence, birth registration and staff and refugee security. Cooperation with ILO has also witnessed some new developments in view of its complementary action in the field of employment and social protection that has particular relevance in situations of displacement in programmes in Afghanistan, Sri Lanka, Somalia and Colombia.

55. Among organizations outside the United Nations system, UNHCR's interaction with ICRC has continued to occupy a prominent place. In March 2003, in the context of the Iraq crisis, a joint internal note on the interaction between UNHCR and ICRC was issued to staff to provide guidelines on each organization's respective role and operations. Also in March 2003, the Heads of UNHCR and IFRC signed a Framework Agreement between the two agencies and individual Red Cross and Red Crescent Societies, in relation to the Iraqi crisis and the potential delivery of humanitarian assistance in neighbouring countries.

56. Cooperation with IOM has been increasingly relevant as part of discussions on the migration/asylum nexus which has drawn much attention across the globe in recent years. The Action Group on Asylum and Migration (AGAMI) established by UNHCR and IOM in late 2001 continued to meet in 2002 with the aim of furthering this dialogue, reviewing substantive policy issues in the management of migration and asylum concerns and enhancing mutual cooperation. In early 2003, IOM's Director-General and the High Commissioner issued a joint letter on "Returns" to their respective staff, covering issues such as collaboration on the return of Afghans, and the return of asylum-seekers who are rejected or who seek voluntary repatriation before completion of the asylum procedure. This debate has since been extended to include the Office of the High Commissioner for Human Rights, ILO and the United Nations Office on Drugs and Crime in an attempt to further improve the coordination of efforts related to migration and asylum.

57. Close collaboration has also continued with non-governmental organizations (NGOs), which play a key operational role in partnership with UNHCR. The Office

is embarking upon an enhanced partnership with NGOs to ensure that minimum standards of protection and assistance are met, and that resources are used effectively for refugees globally. Two reviews of collaboration with national NGOs were carried out in a number of countries in Africa, providing useful data for strengthening partnerships. During the year, UNHCR channelled US$ 330 million (equivalent to over one third of the annual budget) through some 700 governmental, intergovernmental and NGO implementing partners. NGOs represented the single largest group of these partners, with 553 NGOs being funded through project agreements totalling US$ 224 million, and three out of four of these agreements were with national or local NGOs. Following the allegations of the involvement of humanitarian field workers in sexual abuse and exploitation, UNHCR and NGOs worked together to re-examine their approaches and undertook preventive and remedial activities. NGOs have played an active part in the IASC Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises. UNHCR also participated in a number of NGO-driven initiatives, such as the Sphere Project, Reach Out Protection Training, and the Humanitarian Accountability Project. Likewise, NGOs frequently contributed either directly or in a consultative capacity to UNHCR's internal evaluations. In 2002, NGOs played an active role in UNHCR's governance through their interventions on issues under discussion by UNHCR's Executive Committee, and in the framework of the Global Consultations on International Protection, bringing a valuable field perspective and experience to the process which led to the development of the Agenda for Protection.

V. Management and oversight of programmes

A. Funding

58. 2002 was another year of funding constraints, with income falling short of total requirements, despite a high level of support to UNHCR by donors including some new donors. An Annual Programme Budget of US$ 828.6 million was approved by the Executive Committee for the year 2002. Supplementary Programmes in the course of the year, mainly for new situations in Afghanistan, Angola and West Africa, brought total revised needs to US$ 1,057 million. Contributions against this amount totalled US$ 815.8 million in 2002. Although this figure was higher than in the previous year, contributions towards the Annual Programme declined slightly.

59. Expenditure in 2002 totalled some US$ 926.4 million as shown in the table at the end of this report. Broken down by region and type of assistance, expenditure in 2002 was highest in Africa (some US$ 315.1 million) followed by Central Asia, South-West Asia, North Africa and the Middle East (some US$ 248.6 million).

60. In terms of assistance, the largest share was for durable solutions (32 per cent), an appreciable increase compared with that of 2001.

61. The recurring shortfall facing UNHCR from year to year has led the High Commissioner to include this issue as one of the subjects examined as part of the UNHCR 2004 process on which a separate report has been requested by the General Assembly at its fifty-seventh session.[6] Meanwhile the Office has redoubled efforts

[6] Resolution 57/186.

to diversify its funding basis and to explore possible new avenues, including a programme to develop non-governmental sources of funding. Considerable energy has also been devoted to securing complementary funding sources to help achieve durable solutions.

62. The Executive Committee was closely involved in various discussions throughout the year on funding mechanisms. It adopted a decision at its fifty-third session that reaffirmed its support for UNHCR's efforts to broaden and diversify its donor basis,[7] in the interest of increasing the predictability of the funding of its programmes. Consultations with donors have also become a regular feature of UNHCR's work on budget issues, giving advance warning of anticipated shortfalls in order to limit the adverse repercussions on beneficiaries of sudden budget cuts, and maintain the confidence of UNHCR's partners who are responsible for implementing its programmes.

63. These strategies are being maintained in the current year, for which a target of some US$ 836 million was approved at the Executive Committee's fifty-third session in October 2002.[8] Supplementary Programmes, amounting to US$ 264.7 million have been approved so far, mainly for operations in Afghanistan and West Africa. As of 21 May 2003, contributions stood at US$ 502.3 million. While efforts will continue along the lines already traced, the High Commissioner is also hopeful that the UNHCR 2004 process will result in ensuring fuller and more predictable funding of his programmes.

B. Oversight and audit

64. Under a Memorandum of Understanding signed in April 2001, internal audits are conducted by the UNHCR Audit Service of the United Nations Internal Oversight Services (OIOS). In 2002, audits took place in 35 countries in Africa, Asia, Europe and the Americas. Given the magnitude and complexity of UNHCR's Afghan operation, a resident audit team was established in Islamabad to ensure continuous audit coverage and provide advice to the operation on effective internal controls.

65. A measurement system was introduced by OIOS in 2002, making it possible to rate the effective application of key internal controls. This facilitates benchmarking between UNHCR's country operations and identifies those that are properly administered or where corrective action is required. Of operations on which audit reports were issued in 2002, some 62 per cent were rated as meeting average standards, 16 per cent were above average, some well above, and 22 per cent were below average. Programme monitoring strategies, in particular, were found to be inadequate. In the absence of proper benchmarks against which to measure the achievement of operational objectives, the effectiveness and level of impact of the programmes could not always be measured. In-depth, audit reviews in 2002 of programmes administered at Headquarters included that of the procurement function. This was found to be well run and generally complied with standard policies and procedures. However, the absence of criteria on all aspects of the

[7] A/AC.96/973, para. 25.

[8] Ibid., para. 26.

procurement cycle again made it difficult to assess the overall achievement of objectives.

66. The work of UNHCR's Inspector General's Office has comprised a programme of regular inspections as well as specific investigations in response to allegations of misconduct. In 2002, regular inspections took place in Bangladesh, the Democratic Republic of the Congo, Ghana, Jordan, Lebanon, Myanmar, Nepal, the Republic of the Congo, the Russian Federation and the Syrian Arab Republic. These inspections provided the High Commissioner and his senior management with an independent and objective review of performance, highlighting key issues and problem areas and identifying best practices that might be replicated elsewhere. Three months after the publication of the IGO's recommendations, the inspected offices are required to report on remedial action undertaken. Late in 2002, IGO began working on an enhanced database of inspection recommendations in order to help monitor this compliance. As of 2003, the inspection work of the IGO has been expanded to assess strategy and policy of selected regional and subregional situations, and ascertain where it might strengthen partnerships with other members of the United Nations systems, international organizations and NGOs. The Afghan operation has been reviewed for this purpose, in close cooperation with the Evaluation and Policy Analysis Unit (EPAU).

67. The capacity of the IGO was strengthened by the addition in 2002 of a small investigation unit, reducing UNHCR's reliance on OIOS. In 2002, IGO received 133 complaints, substantially more than in 2001 (when only 12 complaints were received). Allegations varied from misuse of assets, to abuse of authority, sexual exploitation of refugees and other improper conduct. These allegations led to recommendations of disciplinary measures in 50 per cent of cases, while in 35 per cent of cases, conclusions of unfounded allegations were reached. The investigation by OIOS into the allegations of sexual exploitation in West Africa, requested by UNHCR at the end of 2001, was concluded in 2002 and a report was presented to the General Assembly.[9]

C. Evaluation and policy analysis

68. At the policy level, priority has been given by UNHCR to introducing a set of principles, standards and procedures that have been agreed with the various stakeholders involved in the evaluation and policy analysis function. The entry into application of this policy was accompanied by a programme of training of interested staff in evaluation objectives and methods. This has made it possible to devolve some evaluation activities to other entities than the Evaluation and Policy Analysis Unit (EPAU). Efforts now focus on additional mechanisms to ensure the effective application of evaluation findings and recommendations. One such mechanism is to include a review of their application as a routine feature of the IGO's inspection missions.

69. Two major evaluations — one on refugee children, the other on the community services function — were completed in 2002, as well as an assessment of refugee women. Given their overlapping nature, an integrated approach has been adopted to their findings and recommendations, which cover a wide range of policy issues, and

[9] A/57/465.

have highlighted the importance of a community-based approach. Close attention is being given to the implementation of these recommendations in the context of action being taken by UNHCR and its partners to decrease the risk of abuse and sexual exploitation of refugees. Since the completion of these evaluations, UNHCR has also taken a lead in establishing an inter-agency evaluation of reproductive health services for refugees. Other current projects include a global and independent review of UNHCR's capacity to monitor the protection, rights and well-being of refugees, as well as a number of detailed refugee livelihood surveys, building on reviews undertaken over the past two years of protracted refugee situations in various continents.

70. EPAU is also involved in management reviews within UNHCR, such as the standards and indicators being applied to UNHCR's presence in Western Europe, as well as an independent evaluation of UNHCR's Senior and Middle Management Learning Programmes. At an inter-agency level, EPAU is contributing to an OCHA-managed independent evaluation of the Inter-Agency Standing Committee.

Table
UNHCR expenditure in 2002

Activity by regional bureau/country and types of assistance activity

(All sources of funds — in thousands of United States dollars)

Regional bureau/country	*Type of assistance*					*Support*		*Total*
	Emergency assistance	*Care and maintenance*	*Voluntary repatriation*	*Local settlement*	*Resettlement*	*Programme support*	*Management and administration*	
1. West and Central Africa								
Regional Office (Abidjan)	-	-	-	-	-	1 494.0	-	**1 494.0**
Benin	19.0	-	-	507.5	-	664.5	-	**1 191.0**
Cameroon	421.0	168.5	-	-	-	-	-	**589.5**
Central African Republic	-	-	-	1 663.3	-	912.4	-	**2 575.7**
Côte d'Ivoire	2 496.1	-	-	2 400.4	-	2 422.5	-	**7 319.0**
Gabon	-	-	916.0	188.7	-	770.2	-	**1 874.9**
Gambia	-	244.5	-	60.0	-	-	-	**304.5**
Ghana	4.5	1 009.2	-	47.6	-	470.0	-	**1 531.3**
Guinea	3 418.6	17 794.6	2 128.0	449.6	-	3 196.0	-	**26 986.8**
Liberia	-	3 746.9	2 990.6	-	-	1 850.1	-	**8 587.6**
Niger	-	-	-	100.4	-	-	-	**100.4**
Nigeria	-	-	-	322.1	-	652.7	-	**974.8**
Senegal	-	-	-	504.0	-	630.3	-	**1 134.3**
Sierra Leone	6 183.3	-	18 538.7	1 348.1	-	2 886.4	-	**28 956.5**
Regional activities	1 187.3	2 713.7	139.1	530.3	16.2	-	-	**4 586.6**
Subtotal (1)	**13 729.8**	**25 677.4**	**24 712.4**	**8 122.0**	**16.2**	**15 949.1**	**-**	**88 206.9**
2. East and Horn Africa								
Regional Office (Kenya)	-	-	-	-	-	3 213.9	-	**3 213.9**
Djibouti	-	1 642.5	439.6	-	-	982.3	-	**3 064.4**
Eritrea	-	801.9	13 962.6	-	-	1 591.9	-	**16 356.4**
Ethiopia	-	6 330.2	4 458.1	6 460.5	84.5	2 299.6	-	**19 632.9**
Kenya	-	17 686.8	244.8	-	385.1	4 189.1	-	**22 505.8**
Somalia	-	-	7 035.9	39.7	-	178.3	-	**7 253.9**

Regional bureau/country	Type of assistance					Support		Total
	Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Programme support	Management and administration	
Sudan	-	6 804.7	6 168.9	145.0	39.8	1 639.2	-	**14 797.6**
Uganda	-	846.3	-	12 149.6	-	2 091.8	-	**15 087.7**
Regional activities	-	104.6	-	-	-	-	-	**104.6**
Subtotal (2)	**-**	**34 217.0**	**32 309.9**	**18 734.8**	**509.4**	**16 186.1**	**-**	**102 017.2**
3. The Great Lakes								
Burundi	-	756.6	6 966.9	-	-	1 406.0	-	**9 129.5**
Congo	-	4 038.5	27.7	826.4	-	2 005.0	-	**6 897.6**
Democratic Republic of the Congo	3 288.3	9 560.9	5 263.5	4 294.2	-	4 641.4	-	**27 048.3**
Rwanda	-	5 131.7	458.0	-	-	1 484.5	-	**7 074.2**
United Republic of Tanzania	-	24 921.0	439.8	-	-	2 355.5	-	**27 716.3**
Regional activities	-	5 486.4	-	526.0	8.0	-	-	**6 020.4**
Subtotal (3)	**3 288.3**	**49 895.1**	**13 155.9**	**5 646.6**	**8.0**	**11 892.4**	**-**	**83 886.3**
4. Southern Africa								
Regional Office (Pretoria)	1 010.5	-	-	37.7	-	398.5	-	**1 446.7**
Angola	-	1 750.0	2 780.8	1 900.0	-	1 861.2	-	**8 292.0**
Botswana	-	1 291.9	-	-	-	300.2	-	**1 592.1**
Malawi	-	1 143.7	-	-	-	354.7	-	**1 498.4**
Mozambique	-	-	-	1 677.6	-	246.3	-	**1 923.9**
Namibia	-	3 983.5	10.8	-	-	544.5	-	**4 538.8**
South Africa	-	-	150.0	1 174.5	10.7	1 515.9	-	**2 851.1**
Swaziland	-	121.1	-	-	-	-	-	**121.1**
Zambia	1 487.6	4 990.0	100.0	7 541.0	-	2 456.4	-	**16 575.0**
Zimbabwe	-	-	-	1 438.6	-	507.6	-	**1 946.2**
Regional activities	-	-	-	210.0	-	-	-	**210.0**
Subtotal (4)	**2 498.1**	**13 280.2**	**3 041.6**	**13 979.4**	**10.7**	**8 185.3**	**-**	**40 995.3**
Total Africa (1-4)	**19 516.2**	**123 069.7**	**73 219.8**	**46 542.8**	**544.3**	**52 212.9**	**-**	**315 105.7**

Regional bureau/country	Type of assistance					Support		Total
	Emergency assistance	*Care and maintenance*	*Voluntary repatriation*	*Local settlement*	*Resettlement*	*Programme support*	*Management and administration*	
5. Central Asia, South-West Asia, North Africa and the Middle East								
Afghanistan	97 834.9	350.0	35 967.4	-	-	6 668.5	-	**140 820.8**
Algeria	-	3 413.8	-	-	-	779.1	-	**4 192.9**
Egypt	-	1 693.7	-	51.3	119.9	1 006.8	-	**2 871.7**
Islamic Republic of Iran	57.6	47.1	10 004.5	12 507.3	-	2 593.8	-	**25 210.3**
Iraq	-	1 638.8	143.3	-	28.1	1 444.9	-	**3 255.1**
Israel	-	57.1	-	-	-	9.1	-	**66.2**
Jordan	-	1 024.5	-	-	-	381.0	-	**1 405.5**
Kazakhstan	-	745.7	105.0	-	-	486.8	-	**1 337.5**
Kyrgyzstan	-	198.7	-	377.7	-	376.7	-	**953.1**
Lebanon	-	1 333.5	-	-	66.8	792.8	-	**2 193.1**
Libyan Arab Jamahiriya	-	461.6	29.3	-	-	274.9	-	**765.8**
Mauritania	-	74.8	-	-	-	226.6	-	**301.4**
Morocco	-	94.8	-	-	-	308.9	-	**403.7**
Pakistan	21 955.5	17 563.1	4 307.1	-	-	3 420.6	-	**47 246.3**
Saudi Arabia	-	666.7	-	-	5.0	1 266.2	-	**1 937.9**
Syrian Arab Republic	-	1 213.7	-	-	35.3	638.2	-	**1 887.2**
Tajikistan	641.6	295.0	477.9	-	-	815.9	-	**2 230.4**
Tunisia	-	102.5	-	-	-	146.6	-	**249.1**
Turkmenistan	350.7	336.2	-	169.3	-	262.0	-	**1 118.2**
Uzbekistan	-	482.4	939.4	-	-	425.4	-	**1 847.2**
Western Sahara Territory	-	20.0	-	-	-	90.1	-	**110.1**
Yemen	-	2 675.5	66.0	-	-	573.3	-	**3 314.8**
Regional activities	4 474.4	-	-	398.0	-	-	-	**4 872.4**
Subtotal (5)	**125 314.7**	**34 489.2**	**52 039.9**	**13 503.6**	**255.1**	**22 988.2**	**-**	**248 590.7**

Regional bureau/country	Type of assistance					Support		Total
	Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Programme support	Management and administration	
6. Asia and the Pacific								
Australia and New Zealand	-	21.5	-	-	719.2	575.7	-	**1 316.4**
Bangladesh	-	115.5	1 763.8	-	-	543.1	-	**2 422.4**
Cambodia	-	470.7	-	-	-	688.8	-	**1 159.5**
China	-	1 930.4	-	178.3	-	680.8	-	**2 789.5**
India	-	1 664.1	28.7	-	-	836.5	-	**2 529.3**
Indonesia	-	4 057.9	-	540.0	-	1 851.2	-	**6 449.1**
Japan	916.1	-	-	160.0	-	1 712.2	-	**2 788.3**
Republic of Korea	-	-	-	-	-	198.2	-	**198.2**
Malaysia	-	401.0	-	-	-	335.8	-	**736.8**
Mongolia	-	23.9	-	-	-	82.1	-	**106.0**
Myanmar	-	-	4 543.4	-	-	907.3	-	**5 450.7**
Nepal	-	4 632.3	53.3	-	-	603.9	-	**5 289.5**
Papua New Guinea	-	-	-	156.2	-	-	-	**156.2**
Philippines	-	-	-	119.1	-	241.1	-	**360.2**
Singapore	-	37.5	-	-	-	-	-	**37.5**
Sri Lanka	-	41.0	4 559.3	628.9	-	987.8	-	**6 217.0**
Thailand	-	559.6	2 754.0	-	-	1 097.6	-	**4 411.2**
Timor-Leste	-	-	2 786.4	-	-	2 596.7	-	**5 383.1**
Viet Nam	-	-	-	6.0	-	185.3	-	**191.3**
Regional activities	-	107.4	8.8	41.6	-	-	-	**157.8**
Subtotal (6)	**916.1**	**14 062.8**	**16 497.7**	**1 830.1**	**719.2**	**14 124.1**	**-**	**48 150.0**
7. Europe								
Armenia	-	-	-	1 930.7	-	422.4	-	**2 353.1**
Austria	-	-	-	775.6	-	578.9	-	**1 354.5**
Azerbaijan	-	1 255.4	-	1 335.9	-	671.4	-	**3 262.7**
Baltic States	-	261.6	-	-	-	-	-	**261.6**
Belarus	-	-	-	456.8	-	292.4	-	**749.2**
Belgium	-	-	-	488.4	-	1 789.8	-	**2 278.2**

Regional bureau/country	Type of assistance					Support		Total
	Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Programme support	Management and administration	
Bulgaria	-	-	-	617.0	-	289.1	-	**906.1**
Cyprus	-	-	-	247.1	-	283.8	-	**530.9**
Czech Republic	-	28.3	-	693.1	-	310.0	-	**1 031.4**
France	-	-	-	1 079.5	-	739.6	-	**1 819.1**
Georgia	-	-	-	3 196.4	-	1 258.0	-	**4 454.4**
Germany	-	-	-	920.5	-	687.8	-	**1 608.3**
Greece	-	-	-	579.1	-	572.4	-	**1 151.5**
Hungary	-	-	-	959.3	-	657.3	-	**1 616.6**
Ireland	-	-	-	76.3	-	198.5	-	**274.8**
Italy	-	-	-	464.2	-	1 001.8	-	**1 466.0**
Latvia	-	9.4	-	-	-	57.5	-	**66.9**
Malta	-	124.5	-	-	-	-	-	**124.5**
Netherlands	-	-	-	-	-	231.9	-	**231.9**
Poland	-	-	-	286.2	-	387.7	-	**673.9**
Portugal	-	-	-	104.3	-	-	-	**104.3**
Republic of Moldova	-	-	-	599.2	-	311.5	-	**910.7**
Romania	-	-	-	675.3	-	318.6	-	**993.9**
Russian Federation	-	-	-	9 647.2	-	1 852	-	**11 499.5**
Slovakia	-	-	-	216.0	-	321.7	-	**537.7**
Slovenia	-	-	-	404.9	-	234.6	-	**639.5**
Spain	-	-	-	364.3	-	595.0	-	**959.3**
Sweden	-	-	-	422.1	-	732.3	-	**1 154.4**
Switzerland	-	-	-	432.2	-	277.9	-	**710.1**
Turkey	-	-	-	2 853.3	-	2 391.2	-	**5 244.5**
Ukraine	-	-	-	1 549.6	-	550.2	-	**2 099.8**
United Kingdom	-	-	-	323.6	-	815.9	-	**1 139.5**
Regional activities	-	-	-	676.9	-	-	-	**676.9**
Subtotal (7)	**-**	**1 679.2**	**-**	**32 375.0**	**-**	**18 831.5**	**-**	**52 885.7**

Regional bureau/country	Type of assistance					Support		Total
	Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Programme support	Management and administration	
8. South-Eastern Europe								
Albania	-	1 134.5	-	-	-	802.7	-	**1 937.2**
Bosnia and Herzegovina	-	2 939.8	13 861.4	-	-	3 397.2	-	**20 198.4**
Croatia	-	-	8 002.8	-	-	1 695.0	-	**9 697.8**
The former Yugoslav Republic of Macedonia	6 560.4	3 353.1	-	-	-	2 026.0	-	**11 939.5**
Yugoslavia	2 428.3	25 794.8	1 580.0	8 443.2	314.0	2 598.1	-	**41 158.4**
Regional activities	0.7	-	20.0	-	-	-	-	**20.7**
Subtotal (8)	**8 989.4**	**33 222.2**	**23 464.2**	**8 443.2**	**314.0**	**10 519.0**	**-**	**84 952.0**
Total Europe (7-8)	**8 989.4**	**34 901.4**	**23 464.2**	**40 818.2**	**314.0**	**29 350.5**	**-**	**137 837.7**
9. The Americas								
Argentina	-	-	-	172.7	-	669.8	-	**842.5**
Canada	-	-	-	486.4	-	497.8	-	**984.2**
Colombia	-	-	-	3 477.8	-	941.2	-	**4 419.0**
Costa Rica	-	-	-	852.6	-	360.1	-	**1 212.7**
Cuba	-	350.8	131.0	-	-	-	-	**481.8**
Ecuador	-	-	-	997.1	-	374.9	-	**1 372.0**
Mexico	-	-	-	493.1	-	1 299.4	-	**1 792.5**
Panama	-	-	-	392.5	-	-	-	**392.5**
United States of America	-	-	-	1 611.1	-	3 359.3	-	**4 970.4**
Venezuela	-	-	-	372.1	-	1 266.6	-	**1 638.7**
Regional activities	-	-	-	3 909.1	-	-	-	**3 909.1**
Subtotal (9)	**-**	**350.8**	**131.0**	**12 764.5**	**-**	**8 769.1**	**-**	**22 015.4**
10. Global operations	**753.4**	**2 910.0**	**120.0**	**12 161.6**	**2 950.0**	**31 618.7**	**-**	**50 513.7**
Subtotal field (1-10)	**155 489.8**	**209 783.9**	**165 472.6**	**127 620.8**	**4 782.6**	**159 063.5**	**-**	**822 213.2**

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Regional bureau/country	*Type of assistance*					*Support*		*Total*
	Emergency assistance	*Care and maintenance*	*Voluntary repatriation*	*Local settlement*	*Resettlement*	*Programme support*	*Management and administration*	
11. Headquarters								
Programme support						39 583.1		**39 583.1**
Management and administration							36 395.8	**36 395.8**
Subtotal Headquarters (11)						**39 583.1**	**36 395.8**	**75 978.9**
Total (1-11)	**155 489.8**	**209 783.9**	**165 472.6**	**127 620.8**	**4 782.6**	**198 646.6**	**36 395.8**	**898 192.1**
12. United Nations regular budget							21 020.5	**21 020.5**
13. Junior professional officers						7 205.2		**7 205.2**
Total UNHCR (1-13)	**155 489.8**	**209 783.9**	**165 472.6**	**127 620.8**	**4 782.6**	**205 851.8**	**57 416.3**	**926 417.8**
Of which:								
Annual programme budget	11 977.0	209 783.9	123 530.7	125 105.4	4 782.6	186 517.7	36 395.8	**698 093.1**
Supplementary programme budget	143 512.8	-	41 941.9	2 515.4	-	12 128.9	-	**200 099.0**